

## Message Text

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ACTION AF-10

INFO OCT-01 NEA-10 ISO-00 PM-05 NSC-05 SP-02 SS-15  
CIAE-00 INR-07 NSAE-00 PA-01 USIA-06 PRS-01 /063 W  
-----130923 221433Z /43

R 221054Z AUG 77

FM AMEMBASSY KHARTOUM

TO SECSTATE WASHDC 5175

INFO AMEMBASSY ADDIS ABABA

AMEMBASSY CAIRO

AMEMBASSY JIDDA

AMEMBASSY LAGOS

AMEMBASSY TRIPOLI

SECDEF/DSAA/ISA

USCINCEUR ECJ4/7

JCS WASHDC

C O N F I D E N T I A L SECTION 1 OF 2 KHARTOUM 2832

LAGOS FOR AF ASST SECRETARY MOOSE, DEPARTMENT FOR  
PM DIRECTOR GELB

E.O. 11652: GDS

TAGS: MASS, SU

SUBJECT: DEPARTURE OF SURVEY TEAM: NEXT STEPS IN US-SUDAN RELATIONS

REF: (A) KHARTOUM 2794; (B) KHARTOUM 2793 (NOTAL)

1. GENERAL JAGGERS AND SURVEY TEAM LEFT KHARTOUM IN POURING  
RAIN SUNDAY MORNING AUGUST 21. THEY WERE SEEN OFF BY SEVERAL  
OF US FROM EMBASSY AND TOP-RANKING SUDANESE MILITARY. THEY  
ESTABLISHED GOOD RELATIONS WITH THEIR SUDANESE COUNTERPARTS  
WHO OPENED THEIR HEARTS AND UNLOCKED THEIR SECRETS FOR THEM.  
I WOULD LIKE TO MAKE OF RECORD MY HIGH REGARD FOR GENERAL  
JAGGERS AND ALL THE MEMBERS OF HIS TEAM. THEIR PERFORMANCE  
WAS OUTSTANDING. I WOULD ALSO LIKE TO REITERATE MY GRATITUDE  
TO DEPARTMENTS OF STATE AND DEFENSE FOR HAVING ASSEMBLED  
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SUCH A FINE AND ABLE GROUP ON VERY SHORT NOTICE.

2. JAGGERS TEAM HOPES TO COMPLETE REPORT, OBTAIN STATE AND  
DEFENSE CLEARANCES, AND BE IN POSITION TO HAND OVER AUTHORIZED  
VERSION TO SUDANESE ROUGHLY SIX WEEKS HENCE. I BELIEVE THAT  
THEY WILL PRODUCE AN EXHAUSTIVE AND COMPETENT DOCUMENT WHICH  
WILL BE A USEFUL PLANNING AND POLICY TOOL FOR THE USG FOR SOME

YEARS AHEAD. I DO NOT WISH TO ANITICIPATE THE CONTENTS OR THE RECOMMENDATIONS OF THEIR REPORT. IT MIGHT BE USEFUL, HOWEVER, TO HIGHLIGHT SOME OF THE ISSUES REPORT WILL RAISE AND AREAS WHERE MAJOR DECISIONS WILL BE REQUIRED.

3. AIRCRAFT: I WOULD SAY THAT TEAM'S REPORT AND RECOMMENDATIONS WILL BE RECEIVED AND SYMPATHETICALLY EXAMINED BY SUDANESE MILITARY, REGARDLESS OF THEIR TENOR, EXCEPT RPT EXCEPT IN THE FIELD OF FIGHTER AIRCRAFT. SUDANESE FEEL THEY HAVE MADE A COMPELLING CASE FOR PRIORITY ACQUISITION OF TWELVE F-5E AIRCRAFT (9 SINGLE-SEATERS AND 3 DUALS) AND THEY WILL VIEW US RESPONSE TO THIS REQUEST AS A SIGNIFICANT TEST OF US INTENTIONS. WHILE SURVEY TEAM HAS BOUGHT SOME TIME IN WHICH WE WERE ABLE TO DEFER DECISION, ITS PRESENCE HERE HAS SHARPENED THE DESIRE FOR A FAVORABLE U.S. RESPONSE AND UNDERLINED ITS IMPORTANCE. SURVEY TEAM DID NOT RPT NOT FIND A ROYAL ROAD OUT OF OUR DILEMMA. IF WE ARE UNABLE TO RESPOND POSITIVELY TO THIS REQUEST, THE HEAVENS WILL PROBABLY NOT FALL. WE WILL, HOWEVER, HAVE TO FACE SIGNIFICANT PROBLEMS AFFECTING BOTH OUR OBJECTIVE TO CONTRIBUTE TO STABILITY IN THE HORN AS WELL AS OUR OBJECTIVE TO MAINTAIN RELATIONSHIPS BASED ON SOME DEGREE OF MUTUAL CONFIDENCE WITH THE SO-CALLED "MODERATE" ARABS VIS-A-VIS THE PALESTINE DISPUTE. I RECOGNIZE THAT THERE MAY WELL BE CONGRESSIONAL AND PUBLIC OPINION PROBLEMS IN SUPPLYING EVEN THIS MODEST NUMBER OF AIRPLANES. THESE PROBLEMS HAVE DOUBTLESS BEEN EXAGGERATED BY A PUBLIC TENDENCY TO LUMP  
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MILITARY ASSISTANCE TO THE SUDAN WITH REPORTS THAT WE ARE ABOUT TO DELIVER ARMS TO SOMALIA, CHAD AND GOD KNOWS WHERE ELSE IN AFRICA. I BELIEVE THAT UNDERSTANDING AND SUPPORT CAN BE GAINED FOR THE SALE OF A DOZEN AIRPLANES TO SUDAN IN PRESENT CIRCUMSTANCES AND WITHIN PRESENT POLICIES. AN EDUCATIONAL PROCESS WILL BE REQUIRED, HOWEVER, AND IT CANNOT START TOO SOON.

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C O N F I D E N T I A L SECTION 2 OF 2 KHARTOUM 2832

LAGOS FOR AF ASST SECRETARY MOOSE, DEPARTMENT FOR  
PM DIRECTOR GELB

4. TRAINING: SUDANESE HAVE ASKED FOR ACCESS TO U.S. MILITARY  
SCHOOL ON EQUAL BASIS WITH JORDAN, IRAN AND ISRAEL. I AGREE  
WITH SURVEY TEAM THAT TRAINING SHOULD COMPRISE SIGNIFICANT  
COMPONENT OF U.S. MILITARY ASSISTANCE. PROGRAM WILL BE TO  
SOME EXTENT SELF-LIMITING BECAUSE THERE WILL BE CEILING ON  
NUMBER OF SUDANESE PERSONNEL WHO CAN BE SPARED AT ANY ONE TIME  
FROM ACTIVE DUTY. MY CONCERN IS WITH FINANCING, SINCE MILITARY  
TRAINING IN U.S. HAS BECOME SO EXPENSIVE. I WOULD HOPE THAT  
U.S. GRANT FUNDS FOR THE PURPOSE COULD BE INCREASED. I ALSO  
HOPE THAT SAUDIS WILL BE AS WILLING TO FINANCE TRAINING AS THEY ARE  
TO BUY HARDWARE. SUDANESE HAVE ALSO TOLD US THEY WOULD ACCEPT  
U.S. TRAINING TEAMS ON SUDANESE SOIL. THIS RAISES SOME  
INTERESTING POSSIBILITIES WHICH GENERAL JAGGERS IS NOW  
CONSIDERING. CONCEPT IS ONE OF ONE-SHOT SHORT-TERM JOINT  
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US-SUDANESE MILITARY PROJECTS IN SUCH QUASI-CIVILIAN ACTIVITIES  
AS BRIDGE BUILDING IN THE SOUTH AND MOTOR VEHICLE MAINTENANCE.  
IF FEASIBLE, THESE WOULD BE EXCELLENT PROJECTS.

5. OTHER SUDANESE PRIORITIES. WHILE SUDANESE HAVE MADE  
PRO-FORMA STATEMENTS OF THEIR DESIRE THAT U.S. BE PRIMARY  
SUPPLIER OF ALL THEIR MILITARY NEEDS, I BELIEVE THEY UNDERSTAND  
OUR REASONS FOR PREFERRING TO ACT IN A CONSORTIUM CONTEXT WITH  
OUR WESTERN EUROPEAN ALLIES. MOREOVER, APART FROM  
AIRCRAFT, I BELIEVE THEY ARE PREPARED TO CONSIDER CAREFULLY OUR  
ADVICE AS TO THEIR OTHER FELT NEEDS. A GOOD EXAMPLE IS THEIR  
REACTION TO OUR ADVICE RE M-113 APC'S. SURVEY TEAM HAD  
QUESTIONED NEED FOR THESE ADVANCED AND EXPENSIVE VEHICLES

AND SUGGESTED THAT SUDANESE USE RESOURCES TO BRING THEIR PRESENT FLEET OF WHEELED ARMORED CARS TO TO SNUFF. WHEN ON AUGUST 18 WE INFORMED SUDANESE THAT APC'S MIGHT BE AVAILABLE, THEIR FIRST REACTION, AS REPORTED REF B, WAS TO ORDER THEM FORTHWITH. THEY HAVE SINCE HAD SECOND THOUGHTS. THEY TOLD GENERAL JAGGERS ON AUGUST 20 THAT THEY WOULD AWAIT HIS REPORT BEFORE PLACING ORDER WITH FMC.

6. MANPOWER. DESPITE NIMEIRI'S STATEMENT TO US ON AUGUST 18 (PARA 3B REFTTEL A), SUDANESE MILITARY INDICATED TO SURVEY TEAM THAT THEY DO HAVE PLANS TO EXPAND THEIR ARMED FORCES TO A TARGET FIGURE OF 65,000 BY NEXT JUNE 30 AND FURTHER EXPANSION AFTER THAT. THESE ARE GOALS WHICH MAY WELL NOT BE ACHIEVED. HOWEVER WE SHOULD WATCH THIS CLOSELY. IF SIGNIFICANT INCREASE MATERIALIZES, AT SOME POINT WE SHOULD BE PREPARED TO SAY THAT WE WILL CONTRIBUTE ONLY TO A DEFENSE FORCE SUFFICIENT TO MEET PRIORITY OBJECTIVES AND CAUTION AGAINST TAKING TOO MUCH MANPOWER FROM THE DEVELOPMENT EFFORT.

7. CONCLUSION: IT IS QUITE POSSIBLE THAT SURVEY TEAM REPORT  
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AND FOLLOW-UP MEASURES TAKEN BY BOTH GOVERNMENTS WILL MARK AN IMPORTANT MILESTONE IN US-SUDAN RELATIONS. EACH COUNTRY WILL FACE SOME HARD CHOICES. BUT SURVEY TEAM HAS HELPED ESTABLISH A HIGH DEGREE OF CONFIDENCE AND RESPECT WITH SUDANESE ARMED FORCES. THIS ASSEST SHOULD BE CAREFULLY NURTURED. BERGUS

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## Message Attributes

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**Enclosure:** n/a  
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**Errors:** N/A  
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**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
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**Review Markings:**  
Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
22 May 2009  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009